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REPORT ON THE SURVEY
OF THE
TORONTO DEPARTMENT OF PUBLIC WELFARE

1944



PUBLIC ADMINISTRATION SERVICE

REPORT ON THE SURVEY
OF THE
TORONTO DEPARTMENT OF PUBLIC WELFARE

1944

P U B L I C A D M I N I S T R A T I O N S E R V I C E



August 15, 1944

The Honorable Fred J. Conboy, D.D.S.
Mayor of Toronto
Toronto, Ontario
Canada

Dear Mayor Conboy:

Transmitted herewith is the report of our survey of the Toronto Department of Public Welfare, presenting our findings and recommendations concerning the organization and administration of the Department. The report devotes itself primarily to intra-departmental relationships and administration. However, it also directs the attention of civic officials to certain of the Department's relationships with the Province and the Dominion, where the Provincial and Dominion programs of public welfare are sufficiently crystallized to warrant such comment.

Because departments of public welfare throughout the continent vary greatly in scope of activity and types of services performed, the survey staff considered it unsound to attempt a comparison of the over-all performance of the Toronto Department of Public Welfare with departments in other cities of comparable size. Only with respect to specific activities which seem truly comparable have such comparisons been attempted. The survey indicates that the Department's most apparent weakness has been in evaluating its services to clients and through them to the community. Its greatest strength has been its positive administrative controls along the line of financial accounting and reporting to the civic administration.

Since it is the primary goal of this report to recommend changes in departmental practices which will insure better services to the community, it makes no extensive commendation of elements of departmental administration which are patently good. Also, we wish to point out that a number of changes have already been effected in improving certain administrative practices of the department; the survey staff made numerous suggestions for the improvement of departmental practices to members of the local staff, and these were often immediately applied. Consequently, they have not been covered in detail in this report.

The survey was conducted by Earl V. Bradsher of the staff of Public Administration Service and Howard L. Russell, Director of the American Public Welfare Association, who served as social services consultant for the study.

We wish to express our sincere appreciation for the full cooperation received from the Commissioner and the entire personnel of the Department of Public Welfare. Valuable assistance was also received from civic officials and various community leaders in the field of social welfare.

Very truly yours,

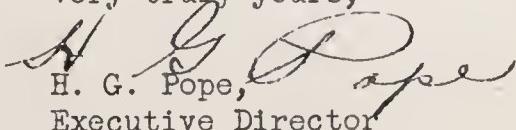

H. G. Pope,
Executive Director

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REPORT
on the
SURVEY OF THE TORONTO DEPARTMENT OF PUBLIC WELFARE

The City of Toronto has recognized its responsibility for maintaining public social services since the early part of the century. For many years the social service division of the City Department of Health was the major public welfare agency of the community. However, with the increase in scope and complexity of welfare problems resulting from the economic depression of the early 1930's, the City Council established a separate department of public welfare.

During the decade which followed 1929, both Canada and the United States were entering a new field of public service, occasioned by mass unemployment, a field in which few precedents and little practical experience existed. Overnight, both Canada and the United States were confronted not only with actually furnishing relief to those who were not able to provide food, shelter, clothing, and medical care for themselves, but also with the problem of changing a basic attitude on the part of the people as a whole. In many ways, the second of these tasks was even more difficult than the first, since it involved a change from the attitude that the small minority of unfortunate people, unable to take care of themselves, should be the object of benevolent charity, to an acceptance of the philosophy that the needy have a basic right to expect from society, through its government, the physical materials necessary for health and general well-being.

We cannot assume that such a basic change in attitude was accomplished immediately. Those who were confronted with the mechanics of administering such a gigantic new program had rightfully, as their first concern, the job of furnishing the material necessities for physical care. It is greatly to the credit of the City of Toronto and its Department of Public Welfare that prompt recognition was given to these problems and that during these years material aid was furnished to more than 300,000 individuals, exclusive of those for whom the city paid hospitalization expenses and those who received other services from the Department of Public Welfare. Further evidence of the Department's and the City's attitudes is the fact that now, at a time of peak employment, recognition is being given to the desirability of an objective evaluation of the City's welfare functions, in order that welfare experiences of the past decade may be utilized for the development of functional efficiency and complete and adequate social service to the community.

Since the first days of the depression when the nation was confronted with thousands of able-bodied individuals willing and able to work but unable to find jobs, the nature of public welfare services has changed greatly both in magnitude and in kind. The problems of the depression, when at one time 32,000 families were receiving unemployment relief from the City of Toronto, are not identical with those of today when 2,800 families are receiving "unemployable relief." Rules, regulations, mechanics of operation and treatment -- all must be adapted to these differences. But through analyzing past efforts and experiences in the field, it may be possible to avoid a repetition of the mistakes common to early welfare administration generally, and to provide a sounder basis for handling the social problems of the future.

FUNCTIONS AND PRESENT ORGANIZATION OF THE TORONTO DEPARTMENT OF PUBLIC WELFARE

Charged broadly by the City Council as being "the agency of the City Government to regulate all forms of social service undertaken by the City itself, or supported, either in part or as a whole by City funds," the department has assumed a variety of specific functions. Primary among these is the granting of assistance to unemployables, and the furnishing of social services to dependent families as a step in their rehabilitation. Other social service functions include the responsibility for convalescent care of persons released from the tubercular sanatoria and of chronically ill persons. In all cases where children are removed from their homes by the Juvenile Court and their care becomes chargeable to the city, it is the responsibility of the Department of Public Welfare to determine that the children are residents of Toronto and to work with the children's aid societies and the Juvenile Court in order to arrive at the best social plan for these children. This responsibility applies generally to the dependent and neglected children and to the delinquent children who are committed to a training school.

The operation of the Juvenile Detention Home was transferred from the Property Department to the Department of Public Welfare in November, 1943.

Other functions of the department include the responsibility for approving hospital care of indigent persons at city expense, the acceptance of applications for the provincially administered programs of Old Age and Blind Pensions and Mothers' Allowances, and the supervision of a recently established area project for combatting juvenile delinquency. An additional proposed function, discussed later in this report, is the operation of a hospital for the chronically ill.

For several years after the Department of Welfare was established, the Commissioner of Welfare was directly responsible to the Board of Control, an elective body (composed of four controllers and the Mayor) which acts as the Council's executive agency for all municipal departments. When it became more apparent that the welfare functions of the city were a permanent rather than a temporary responsibility, a Committee of Council, composed of nine members of the Council and one member of the Board of Control, was established to give administrative direction to the department.

The present staff of the department totals 185 employees, grouped into 25 independent or semi-independent units. There are two major functional divisions -- the Relief Division and the Division of Social Services, each of which has a variety of operating units (see Chart No. 1). There is also a Finance-Accounting Division, a Hospitalization Unit, an Old Age Pension and Mothers' Aid Unit, a Stores Unit, and a "Head Office" Clerical Unit. As the present organization chart indicates, there are 9 employees who report directly to the commissioner. In actual practice, a tenth, the statistician, also receives his working instructions directly from the commissioner and reports directly to him. Certain other employees, the housing officer, for example, are supervised in part directly by the commissioner.

The Relief Division has as its chief function the granting of direct relief to unemployables. The division is under the supervision of a chief welfare officer and has a total staff of 71 employees. Investigational staffs, supervised by district welfare officers, are located in each of the three district offices and total 28 employees. The master files are located at the Central District Office and are under the direction of the Assistant Chief Welfare Officer who is also responsible for non-resident relief. A Central Bureau for giving assistance to single homeless men is also located at the central District Office and is a part of the Relief Division. The director of this bureau is responsible for the operation of Seaton House, a single men's hostel, which has three full time employees. Also in the Relief Division there are two special investigators who work on desertion cases, a placement officer who attempts to find jobs for applicants able to work, and three housing officers who aid relief recipients and many others in solving problems related to housing.

The Social Service Division has several important functions, one of which is the handling of those cases receiving unemployment relief that are referred by the investigators of the Relief Division because of a social problem in the family which requires the attention of a qualified social worker. The division is headed

by a Director of Social Services and an assistant director. The social work staffs in district offices total 16 with but 4 clerical employees. The staffs of the Relief Division and the Social Service Division are entirely separate and neither the district welfare officer nor the district social service supervisor is in complete charge of a district office. Through its District staffs, the Social Service Division grants monetary aid to certain needy families who do not meet the technical requirements of regular unemployment relief, and gives social services to other cases in which no financial aid is required.

A Social Maintenance Unit of the Division, composed of a supervisor, 4 social workers, and 2 clerical workers, is responsible for approving all plans for the placement of children whose maintenance is paid by the city. The Juvenile Detention Home for the city is operated by the Department of Public Welfare, and the superintendent of the home is responsible to the Director of Social Services. The home is staffed with 10 employees, including 1 social worker. Two social workers are assigned to social planning duties with persons released from tubercular sanatoria. Another performs similar functions with the chronically ill in various institutions. A nutritionist is responsible directly to the director of social services for nutritional services both for clients and at the Detention Home.

The Hospitalization Unit's primary responsibility is to determine whether patients admitted to hospitals are eligible for care at city expense. The unit director is responsible to the commissioner and the staff of 11 other employees is located at the head office except for three investigators who work from the three district offices. The unit has the further responsibility of collecting the costs of hospitalization from those cared for at city expense who subsequently become financially able to pay for that care.

The department is responsible for accepting applications for the provincially administered Old Age and Blind Pensions and Mothers' Aid programs and has a separate unit at the head office for this purpose. A staff of 7 employees, including the director, investigators, and the clerical staff, performs the duties connected with this departmental operation.

The Stores Unit has as its major task the operation of the Clothing Store, furnishing clothing to recipients of relief. The stores supervisor is responsible directly to the commissioner although a considerable amount of supervision is given to the unit in its accounting processes by the chief accountant. The Unit is located in the Central District Office and is staffed by a total of 9 employees. In addition to activities relative to clothing, the unit is also responsible for purchasing all departmental supplies.

RECOMMENDED ORGANIZATION FOR POLICY DETERMINATION

The administrator of the Department of Public Welfare is now responsible, in matters of agency policy, to a welfare committee composed of the Mayor, eight members of the City Council, and one controller. This committee exercises rather extensive authority in directing the work of the Welfare Department. In personnel matters, such as filling vacancies or adding to staff, the administrator must secure approval directly from the Board of Control. This Board of Control, in approving the salary for a position, at the same time approves the actual selection of personnel. The result of the combination of authority exercised by the Welfare Committee and the Board of Control is that the administrative decisions delegated to the departmental administrator are considerably lessened.

It is the opinion of the survey staff that consideration should be given by both the Welfare Committee and the City Council to delegating to the Commissioner more responsibility for making administrative decisions. In this way, the work of the Welfare Committee would be freed of detail and restricted more to the formulation of broad departmental policies.

In considering the whole problem of administrative control by the city over the Department of Welfare, some consideration should be given to the means by which such control is exercised. Undoubtedly there are numerous advantages in the system employed by Toronto whereby the department head is responsible directly to the Committee of Council. Such a system affords a maximum of control over departmental operations by the direct representatives of the city electorate. It also provides the administrator with direct access to the governing body of the city, which is empowered to act upon administrative problems.

There are, however, other factors which enter into the problem of determining the most desirable means of administrative control. City councilmen are elected each year, and the composition of the Welfare Committee is therefore constantly changing. Furthermore, even though a councilman may be re-elected, he may be on a different committee the following year. In a department such as the Department of Public Welfare, which not only provides services dealing with the social treatment of individuals but also has responsibility for granting monetary assistance, it is highly desirable that decisions be made by an authority which, by reason of more than usual continuity in office, becomes familiar with the social and economic problems involved.

Continuity of general policy and long time planning in a department of public welfare are essential. Furthermore, since departments of welfare everywhere are having to lay concrete plans for material assistance and social services to be rendered in the postwar period, it is even more important that programs and general policy be formulated and carried out on a long time planning basis. Where the composition of the Welfare Committee may radically change from year to year, there is the ever present possibility that vitally important policies may likewise undergo radical changes. If, however, a welfare committee were composed of members of Council, together with lay appointees of the Civic administration, many of the advantages of the Committee of Council and of a lay committee should be possible. In order to provide definite continuity of approach to the problems of administration in a department, it would be highly desirable that the lay members of the committee be appointed for overlapping terms of more than one year.

It is suggested that such a committee could include five members of the City Council and three members appointed by the Civic administration, each for a three-year term, with terms overlapping. This would not only enable the committee to have continuity in its approach to administrative problems within the department, but would also provide an opportunity to appoint individuals from the community who have special knowledge, experience, or interests in the welfare field, and who by such qualifications could contribute to the solution of community welfare problems. There is little reason to believe that a civic request for legislation authorizing this type of organization would be denied by the provincial government.

It should be noted that with the addition of the Area Project and Runnymede Hospital to the department's jurisdiction, the number of boards or committees having some responsibility for policy determination will have been increased to eight. These are: (1) Board of Control; (2) Welfare Committee; (3) Old Age Pension Board; (4) Mothers' Aid Board (vacant at present but provided for by law); (5) Runnymede Hospital Board; (6) Medical Welfare Committee; (7) City-Wide Area Project Committee; and (8) Local Area Committee. In addition, many matters affecting agency policy are submitted to the City Council as a whole for approval or rejection. Administration of a department with eight boards making decisions affecting departmental activities can at best result in many confused practices and responsibilities. Recommendations made in this report call for the elimination of three of these boards and for more restricted and clearly defined responsibilities for four others.

RECOMMENDED ORGANIZATION FOR DEPARTMENTAL ADMINISTRATION

Chart No. 1 indicates how functions of the department have been assigned to a number of operating units. A more adequate discharge of departmental responsibilities can be accomplished by reorganizing the department so as to integrate certain functions and realign and clarify administrative lines of responsibility and supervision. Detailed discussions of the reasons for recommending these changes are given at later points in this report, as each function is discussed.

The recommended changes are depicted in Chart No. 2. The major organizational changes recommended involve the integration of the staffs of the Relief Division and the Social Service Division under the supervision of the Director of Social Services and the establishment of an Administrative Services Division under the supervision of a Director of Administrative Services. Such functions as hospitalization, the operation of Seaton House, and other specialized functions would all come under social service direction. There would also be appointed an administrative assistant to the commissioner, who would perform, in addition to certain other duties, the duties now being performed by the statistician.

The Accounting Division would continue to operate as it now does and the Executive Secretary's position would keep its present relationship to the office of the commissioner.

Unemployment Relief

Responsibility for the administration of direct relief to unemployed individuals has always been a municipal function in Toronto. The depression brought certain financial contributions from the Provincial and Dominion Governments, and resulted in certain controls being exercised by the Province. At the present time, relief is being given only on the basis of "unemployability." This practice excludes employable cases from consideration although the legislation which provides assistance on the basis of unemployment has never been changed. An administrative ruling by the Provincial Government decreed that provincial funds could be used in the grants of only those cases in which the breadwinner was unemployable. In such cases, the Provincial Government now contributes 50 per cent of the total grant up to a maximum based on family composition and individual budgetary items. Thus we find that a program originally designed for able-bodied individuals, who through no fault of their own were unable to secure the means of a livelihood, is now being used to care for those persons who are physically or mentally unequipped to provide the necessities of life for themselves.

The Ontario Unemployment Relief Act of 1935 is the basic legislation used by the city in granting direct relief, although it has been amended and supplemented by Orders-in-Council issued by the Lieutenant-Governor, and by executive bulletins issued by the Provincial Department of Public Welfare. The Act deals primarily with the financing of relief and the responsibilities of the provincial and municipal governments in providing funds for assistance. It confers very broad discretion upon the "Lieutenant Governor in Council" for the establishment of technical eligibility of individuals seeking assistance, and for making regulations affecting the administration of unemployment relief by municipalities. Chief of these regulatory controls exercised by the Provincial Government is that over budget determination of need of individuals applying for assistance. The Province has indicated the budgetary items for which it will contribute and fixed maxima beyond which it will not contribute for approved items. If any other item is included in the budget, or if the maximum on any one allowable item is exceeded, the city must bear the cost of the excess. These regulations are applicable to the entire Province, and it is therefore quite understandable that they are for the most part inadequate for Toronto. While the city may go above the maximum set by the Province by paying the entire amount of excess -- and particularly in the case of rent this often becomes necessary -- still, in most cases, the Provincial maximum is used by the city as its maximum in determining the budgetary allowances for individual clients.

When an individual applies for financial aid from the city, his first step is to go to one of the District Offices. He is first seen by a reception clerk who takes his name and address and determines to some extent the urgency of the individual's need. Unless the client indicates that his case is an emergency, he is told by the clerk that an investigator will call on him at his home the following day. He is also given a blank application which he is to fill out and give to the investigator at the time of the home visit. The first real interview, then, takes place in the applicant's home, at which time the investigator secures information for filling out a form which is very similar to the one filled out by the applicant himself. No decision is made at this point as to the applicant's eligibility for relief.

Following the home interview, the client is given an appointment with the office interviewer at the District Office. This office interviewer has both copies of the application form, and during his talk with the client he attempts to get any supplemental information necessary to determine the eligibility of the applicant. The interviewer in each of the District Offices is responsible for the

acceptance or rejection of all applications for assistance. If he finds the applicant eligible, he computes a budget according to the rigidly standardized schedule. The case then goes to a checker who verifies all budgetary items to see that they conform to the established policy.

A provincial regulation provides that before any recipient may receive his grant check, he must bring to the office a signed statement of income covering the period since he received his last check. Departmental practice provides for the semi-monthly issuance of relief checks and, unless it is physically impossible, the recipient or a member of the family must call in person at one of the District Offices to bring the statement of income and get the relief check. In cases where the recipient is physically unable to call for the check, it is mailed to him, and he is required to mail the statement of income to the District Office. Practically all information contained in the case records of the Relief Division is that which has been obtained through the various required forms. No attempt is made to get or to record a social history of the family. The only narrative entries made are very sketchy long-hand notes which, for the most part, indicate only that some action was taken on a certain date, or that the check was unclaimed, with no explanation as to the reason or justification for the indicated action.

Administrative practices used in servicing cases receiving assistance vary considerably in the three District Offices. In the Central and West Districts it is the usual practice to assign cases requiring home visits to the investigators on a daily basis. Thus, an investigator may make one home visit and then have no further contact with that case. In order to determine the frequency of visits to clients, cases are roughly divided into three classes on the basis of how clear-cut the continuing need for assistance seems to be. Cases in the first class in which some element makes it likely that eligibility status may be changed are visited twice a month. A second class, composed of cases presenting no obvious resources but not necessarily to be considered as permanent charges, are visited once each month. The third class is composed of cases in which dependency is easily apparent, such as single individuals physically incapacitated. The cases in this group are visited on an average of once every three months.

The practice of assigning cases to investigators for visits on a daily basis necessitates the delegation to one employee of the responsibility for preparing the lists of visits due on each day, and of arranging these for assignment to investigators with as little overlapping of territory covered as possible.

In the East District Office, investigators are assigned to regular geographical areas, and are therefore responsible for all visits to cases within that area which are serviced by the Relief Division.

The cases which present some complicated social situation, with which the investigator feels unable to cope, are referred to the social workers in the district offices for special attention. A complete social history is obtained and recorded in a case folder separate from the one containing relief forms. During the time a case is under the care of a particular social worker, that case worker is responsible for determining budgetary need as well as for social planning with the family. But the responsibility for checking budget determination and general legal eligibility is retained by the checkers of the relief division.

Departmental Staff

In the process of making an analysis of the Department's activities in performing its functions as an agency granting direct assistance to persons in need, it became apparent to the survey staff that efficiency could be greatly increased if the staff in each district office were integrated under social service supervision.¹

The present practice of having all applications received by the relief investigators, and then referring only those presenting recognizable social problems to the Social Service Division, is an outgrowth of the period when the great majority of cases were problems of the unemployment of potentially employable persons. Today, every family receiving assistance is receiving it because of some social problem other than unemployment. Every case, therefore, presents some social problem, no two of which are exactly the same in nature or degree.

It is no longer enough that the department should recognize the economic need of families unable to provide for themselves, and attempt to relieve this situation by merely granting financial aid. Welfare experience throughout the continent has indicated that the services performed by qualified social workers in assisting families to solve their financial and social problems have been a great factor in preventing the continuing dependency of many families. If the skills of social workers are to be properly and most economically used, it should

¹ See Chart No. 2.

be possible for them to work with the family as soon as it becomes known to the agency. It is upon this principle that the generally recognized premise is based of placing the most proficient social workers in charge of intake.

The survey indicates that all relief investigators are in fact doing considerable social work. While the theory of separate staffs is based on the assumption that the functions of the Relief Division require only the clerical determination of the financial status of the individual seeking assistance, in actual practice, counselling and many other services are performed by the investigators. It is, therefore, not until some aggravated social problem comes to the attention of the investigator -- a problem which is very likely to have developed over a considerable period of time -- that the case is referred to a social worker for attention. In such cases, the chances for rehabilitation have been lessened due to the aggravation of the existing problems, and the work of the social worker is consequently made much more difficult. Restricting the use of the higher social work skills of the department to those cases presenting the least chance for rehabilitation limits the effectiveness of social work performed by the department and is clearly undesirable.

Under present administrative practices, the Relief Division has the responsibility for determining the legal eligibility for relief of all cases, whether they are serviced by that division or by the Social Service Division. An integration of staff would necessitate a two-way staff training program. On the one hand, the relief investigators would be supervised by professionally qualified social workers, and would receive directions in the handling of individual social problems which are presented in the cases under their care. On the other hand, the social workers, who would continue to receive direction from the case supervisors on social problems, would in addition be responsible for determining legal eligibility of all cases in their individual case loads.

It is recommended that the organization of the district offices conform to the plan outlined in Chart No. 3. Under such organization, a district supervisor would be responsible to the assistant director of social services for the operation of an entire district office. Although it would be desirable for the district supervisors to be capable of giving technical case supervision, not all need to be qualified social workers. In a large district, the district supervisor might be concerned primarily with office administration and the general management problems of the district office. However, in such a situation the work of the intake and field staffs should be subject to direction by qualified social work supervisors.

These supervisors would be responsible for giving individual case supervision to the visitors,¹² and for the complete supervision of their work, including the interpretation of general agency policy and procedure.

In a smaller district, it would be difficult to justify the appointment of a district supervisor who could not give case supervision to the field staff. Consequently, the district supervisors of the East and West District Offices should be qualified to handle not only office administration but case supervision as well.

It should be recognized that the first contact with applicants for assistance is one of the most important steps in the entire process of granting unemployment relief. Not only is it important because it affords the opportunity for recognizing and treating social problems at the earliest possible moment; but also because it should result in an administrative saving by the elimination of the initial home visit to those applicants who are obviously ineligible for assistance. It is further important that those persons who are ineligible be given a clear understanding of the agency's policies and the requirements for eligibility. The effect upon community opinion is evident should any great number of persons be refused assistance without the proper explanation for such refusal.

It is therefore recommended that an intake unit be established in each district office and staffed with the most proficient social workers available. A suggested procedure for intake is that each caller at the office should first be met by a reception clerk who would determine whether he is in the office to make a new application, or merely to see a worker who is presently active on his case. In the event the individual wishes to make application for assistance, the reception clerk would refer him to the intake interviewer if the interviewer is available. If an immediate office interview is not possible, the reception clerk should make a definite appointment for the applicant to return to the office for his first interview. At the same time, the reception clerk should indicate to the client either verbally or by giving him a mimeographed list, those documents and other materials to prove his eligibility for assistance which the client should bring with him upon his return to the office. At the time of the office interview, a complete social history and as much information regarding legal eligibility as it is possible to get should be obtained and recorded by the intake interviewer. The case should then be referred to the worker assigned to the applicant's geographical district. The visitor in this district would then make a home visit

¹² For the purposes of this report, the integrated field staff will be referred to as visitors.

and get any supplemental information concerning the eligibility of the client, determine eligibility, and compute a budget.

This general process has several advantages over the process now employed by the department. In the first place, it puts more responsibility upon the client to prove his eligibility, and he is thereby made partially responsible for solving his own problems. It further affords the department an opportunity to reject many cases at intake which are obviously ineligible for assistance, thus avoiding the home visit which present procedure requires for all cases. Another advantage of this process is that the budget is actually computed in the home of the recipient and it is possible for the visitor to gain more pertinent information regarding the needs of the household. Also, it is important that the visitor who is to continue to handle the case be given the responsibility for determining eligibility, subject, of course, to the approval of the case supervisor.

In servicing such cases as the Department of Public Welfare now handles, it is essential that a narrative case history be maintained, not only for the purpose of gathering social information regarding the family, but also for recording information which has a direct bearing upon the family's legal eligibility for assistance. Concise recording of eligibility information eliminates many of the forms which make for voluminous case records. Although methods of recording and contents of case narratives vary greatly among welfare departments, there is uniform recognition that some case narrative is essential in the determination of eligibility and treatment of public assistance recipients.

One of the immediate problems with which the Toronto department would be confronted, if it were to adopt the narrative method of case reporting, would be the necessity for a larger clerical staff than it now maintains. There should be efficient stenographers available so that all visitors may have regular periods in which to dictate the information on the cases under their care. Some welfare departments have found it advisable to install dictaphones for the purpose of case recording and related work, thereby reducing the number of clerical personnel necessary and making it possible to employ typists rather than stenographers. It is quite likely that this procedure would be economical in Toronto over a long period of time, although it would involve a large immediate expenditure.

Single Men's Division

Homeless men, who have no families and who apply to the Department for assistance, are referred to the Single Men's Division. The director of the division, who is administratively responsible to the chief welfare officer, is also responsible for the operation of Seaton House, a men's hostel.

The present practice of this division is to refer non-residents or physically able residents who apply for assistance to the House of Industry for one night's lodging and two meals. This is done by giving to the applicant a printed form which he turns over to the House of Industry in return for the night's lodging and usually supper and breakfast. The House of Industry is operated under a separate board and is used to shelter both men and women. At the time of application, if it is found that an applicant is not a resident of Toronto, he is advised to return to his place of residence, but no further action is taken. The division may refer such applicants to Seaton House for meals and lodging, but the general practice is to refer only those persons who require something further in the way of physical care than just a night's lodging to Seaton House.

During the worst of the depression, a very large number of single homeless men were referred to these hostels for food and lodging. Now, however, Seaton House is used primarily as a convalescent home or a home for the chronically ill. The House of Industry, on the other hand, is used almost exclusively for single night's care.

The Department of Public Welfare is billed by the House of Industry on the basis of referrals, with a charge of $9\frac{1}{2}$ cents for each meal and for each lodging given to the men referred by the department.

The problems involved in accepting applications for assistance from single men are not sufficiently different in nature to require that they be handled by a separate division. A more adequate approach to the social problems involved should be possible if men were to apply through the centralized intake in each district office in the same manner as other applicants for aid. Referrals to Seaton House and to the House of Industry would then be made by the intake worker of each district. This would have the desirable effect of bringing the first contact with the single men and the control of admissions to Seaton House under the Social Service Division. There can be little doubt but that single men who apply to the department have problems which would benefit from social counseling as well as material aid.

Although the management of Seaton House involves problems of supplies and custodial services, attention should be focussed on the care given the men who stay there. This is particularly important now that the institution has become in fact a convalescent home rather than a men's hostel furnishing temporary shelter. The varying ^{permanency} standards of physical care necessary for these men are closely related to their social problems.

For these reasons it is recommended that the operation of Seaton House be made a responsibility of the Social Services Division. It should be possible in many cases for social workers to plan with the men living in the institution for their removal to homes of friends or relatives or to living quarters outside the institution where they could assume more personal responsibility. The services of the department's nutritionist should be fully utilized in preparing regular and special diets for the institution.

ADMINISTRATIVE FUNCTIONS

Personnel

Responsibility for the selection of personnel in the Department of Public Welfare rests, as in other city departments, with the department head. However, because approval must be secured from the Board of Control for the payment of all salaries, the department head is required to submit the names of individual employees to the Board for its approval before these employees can be placed on the payroll. This practice gives the Board of Control the authority not only to approve the creation of positions in the department and the payment of a salary to a given employee, but it also gives the Board authority over the actual selection of individual employees.

Within the Department, the administrator gives the final approval for all appointments, but the actual recruitment may be delegated in some instances. Clerical personnel is for the most part recruited by the executive-secretary, and social workers may be recruited by the director of social services.

In considering the educational and experience qualifications of the social work staff, it is necessary to make an evaluation on a divisional basis. As previously indicated in this report, the department considered the primary function of the Relief Division to be that of establishing financial eligibility for assistance. The Social Service Division, on the other hand, gave additional client services involving more discretion, more highly developed skills and therefore, more

training. An analysis of the educational qualifications of the staffs of these divisions indicates that the selection of staff has recognized these needs. (See Chart No. 5.) This analysis shows that one-third of the professional staff of the Social Service Division has had one year or more of social work training. Assuming that the recommendation for the integration of staff is carried out, and that the entire staffs of both divisions (excluding clerical staff) are to be used in social work capacities, the result would show that 13.2 per cent of the staff had special social work training, and that 23.5 per cent of the staff had either social work training, or a college education, or both. It is generally recognized that the larger the percentage of a professional staff which is trained in social work, the more adequate are the services of the department. The staff of the Toronto department possesses educational qualifications which are probably equal to the average of social work staffs in public welfare agencies of comparable size in the United States.

The department should be commended for its present cooperation with the Toronto University School of Social Work, whereby students receive field work training at the department while attending school. Although the department gains much from the presence of these students, the full potential value cannot be realized under the city's present policy of hiring only those who have been residents of Toronto prior to employment. Such a policy, when applied to the selection of professional social workers, limits the department to such an extent that the maintenance of high personnel standards is most difficult. Students who have actually served an apprenticeship in the department may have to be disregarded in favor of employing a Toronto resident who has had no particular social work training or experience and knows nothing of departmental operations. It is strongly recommended that the civic administration adopt a policy of obtaining the best qualified professional employees available regardless of residence.

A major problem of the department exists in the present classification of positions and pay rates of personnel. The city is operating under a classification and pay plan established by a local survey in 1927, which has had some adjustments in pay ranges, but no complete revision in the subsequent 17 years.

The department was created in 1931, four years after the classification survey was made, and it has been impossible to adapt adequately the positions in the department to the classes set up in the survey. For example, under the classification of clerk and with the pay ranges assigned to clerks, there are employees who are interviewers, stenographers, a chef, a general maintenance man

and fireman, the superintendent of a hostel, and many others whose duties and responsibilities and qualifications requirements in no way resemble those of a clerk.

It has been necessary in many cases for the administrator to disregard the Civic Survey Title of a position in order to secure an employee at a salary commensurate with the duties of the position. Under such conditions, the existence of such an out-moded classification and pay plan becomes more of a deterrent to good administration than an aid. There is little doubt but that a reclassification of positions for the entire city service is highly desirable. Until such a reclassification is undertaken, personnel administration in the Department of Public Welfare will be particularly handicapped and, as a temporary measure, it would be better to allow the commissioner to classify positions within his department without regard to the present citywide classifications.

Pay ranges for professional positions in the department as a whole are considerably lower than in departments of equal size in comparable cities in the United States. The desirable qualifications for these positions include special training and skills which should be recognized in compensating for the services of these employees.

An analysis of the qualifications of employees who left the department during the five-year period, 1939-1943 inclusive, indicates that of the 28 persons who left the social work staff, 13, or approximately one-half, left for other employment. Nine of those who left had certificates in social science, and 8 others were college graduates. This indicates, then, that 61 per cent of the social work staff which left the agency during this five-year period had college degrees or certificates in social science, or both. A comparison of this percentage with the 23.5 per cent of the present staff possessing equal educational qualifications demonstrates that the department has lost a higher percentage of its better trained staff than it has been able to retain. In addition to considering the educational qualifications of those persons leaving, it is noted that the average experience with the city department of the 28 who left during the five-year period was 5.6 years. The loss of such well qualified persons is at least in part a reflection on the salary scale.

The level of pay for comparable positions in public welfare departments in the neighboring states of New York, Pennsylvania, Ohio, and Michigan is considerably higher than that of the Toronto department. The ability of the city to compete with these jurisdictions at present pay levels may well be doubted, particularly in the postwar period when the need for social services will be more

acute than at present, and when the restrictions on Canadian citizens entering the United States for employment may be less rigid. It is not within the scope of this survey to determine suitable classifications and equitable salary ranges for the various positions in the Department of Welfare, but it is strongly recommended that steps be taken to establish such classifications and ranges. In establishing salary ranges, consideration should be given to the duties, responsibilities, and qualification requirements of positions, varying costs of living, wage standards in comparable competing municipalities, and other similar variables.

It should also be noted that there is considerable variance at present in the salary ranges of the field staff of the Relief Division and of the Social Service Division. Salaries of social workers, including the assistant supervisors, range from \$1,534 to \$1,764. The salaries of the investigators, including the assistant welfare officers, range from \$1,819 to \$2,149. It is obvious that these ranges have been determined without adequate consideration of the relative difficulty of the work involved, the type of work done, or the qualifications of the employees. The department has not been paying the highest salaries for the highest skills of its employees.

It is recommended that with an integrated field staff a single salary range be established for visitors, and that individual salaries within that range be determined upon a basis of performance and length of service. Although it cannot be determined what constitutes an equitable salary range for social workers in Toronto without specific study of pertinent pay data, it is probable that the duties and the desirable education and experience qualifications of these positions will be found to justify the establishment of a salary range no lower than the present range for investigators.

Attendance reporting in the department is centralized in the accounting division. Supervisors in various offices telephone reports of absences of staff each morning in order that a report may be available to the commissioner regarding staff absences for each day. This telephoned report is followed by a daily form submitted on each absence. It is the responsibility of one employee in the accounting division to post these absences to individual attendance records of employees from which payrolls are made up on a bi-weekly basis.

Sick leave is now allowable on the basis of $1\frac{1}{2}$ days for each complete month of employment, with no limitations as to the maximum of accrued leave. Sick leave may be earned, however, only after 12 months of continuous employment.

Vacation leave is allowable at the rate of two weeks per year after one year's service. Employees who have been with the department for 10 years or more are allowed vacation periods of three weeks per year. Vacation leave may not be carried over from one year to another. These general provisions for sick and annual leave are policies effective throughout the city service.

Staff Development

In a department of public welfare where there are continuing changes in policies and procedures which affect the work of a large proportion of the staff, it is important that the employees know of and understand these changes. Regularly planned staff meetings provide an excellent medium for conveying such information, and they may serve many other important purposes as well in the operation of a welfare program. It is highly desirable that those employees who are performing the actual field services to the clients -- the services for which the department was established -- be encouraged to discuss among themselves, and under the guidance of the case supervisors, the problems which they encounter in their work. An agency must evaluate its own program to assure continued improvement and to meet the ever-changing problems of administration. Such evaluation should begin at the level of agency contact with the public so that persons responsible for program planning and policy determination will be more adequately informed on current operating problems.

The Toronto Department of Public Welfare has recognized the importance of staff meetings in some units. Supervisors of the Social Service Division now meet weekly for the discussion of common problems. The field staff of the Social Service Division also meets each Monday morning with the assistant director of social services for case discussions and consideration of other problems affecting their work. It is recognized by these employees that in welfare work, where services are given to clients on an individualized basis, no hard and fast rules for treatment can be laid down which are applicable to all situations. It is therefore important that the experiences of each worker may be utilized by all and the practice of holding staff meetings should be extended.

The importance of staff meetings will be further enhanced by the integration of the social work staff. The very process of orienting the staff to its new duties will necessitate frequent and well planned meetings.

The need for staff meetings is not limited to social workers. Uniformity of procedures and sound application of policy by various units and district offices

can best be assured by the frequent consultation of all who hold supervisory or administrative positions in these offices. Regular meetings of division heads for the purpose of discussing intra-departmental functions would undoubtedly assist the commissioner materially in making administrative decisions.

Manual of Procedures

Social services are most effectively carried out when the family is considered the basic unit of society and other social problems are related to family life. With this in mind, it can be stated that there is some definite inter-relationship between every function of the department of public welfare. In performing the specific functions of a given unit of the department, it is practically impossible for each employee to know in detail the interpretations of policies and the procedures for all other functions of the department. Yet it is vitally important that there be a ready source of information so that each employee can find out just what the agency's policy and procedure is with regard to a particular function which in some way concerns his own activities.

For example, a social worker on a case receiving unemployment relief should be able to determine, by consulting a manual, whether or not a member of that family is eligible for an old age pension and the procedure to be followed in securing such a pension. Similarly, procedures to be followed in placing a child in a foster home should be available in manual form. The use of such a manual would save a very great amount of supervisory time and insure more adequate and more uniform performance on the part of the various staffs. The fact that regulations change frequently only emphasizes the need for having them in written form available to all staff.

At present the department operates without the benefit of a manual of policies and procedures. It is recommended that steps be taken to establish such a manual and that the responsibility for its promulgation be assigned to the administrative assistant. As the original task of preparing such a manual is a rather large one, it is suggested that each unit head be made responsible for preparing written descriptions of all procedures within his jurisdiction and the definitions of agency policy as applicable to the unit functions. Subsequently changes would be sent to the Director of Public Relations for clearance with other divisions, prior to their promulgation and incorporation in the manual.

A similar procedure should be used in establishing a manual of agency forms. At present many forms could be combined and revised to increase their effectiveness and also reduce the cost of printing. Following the creation of the form manual, the administrative assistant should approve all revisions of forms with the idea of eliminating duplications and of securing necessary statistical information.

Public Relations

In a democracy, every branch of government has an obligation to let the people know just what its functions and responsibilities are and why governmental service or control is necessary in its particular field. Welfare departments generally have failed to discharge this responsibility fully although their positions have not been entirely indefensible. Confronted with a new governmental program during the past decade, the need for interpretation of functions was very great, but officials were more immediately concerned with getting the programs to work on a sound basis.

The Toronto department has recognized the importance of community interpretation of its programs in order to assure their success, and particularly in the past few years more emphasis has rightly been placed upon this phase of departmental activity. Public relations in a department of welfare must be a function of every employee, particularly of those who regularly contact the public. Participation by the commissioner and other administrative and supervisory personnel in community activities relating to social services is important. Nor should such activity be limited to the immediate community, but it should also include participation in welfare conferences and meetings on a provincial, national, and, in some cases, international scale.

A more specific program for regular planned interpretation to the immediate community can be handled through a centralized control of news releases, articles, and talks before various civic groups. These activities are now carried on by the commissioner with some delegation to the statistician, who actually also serves as a public relations man. The statistician is also called upon to assemble data for and prepare the annual report of the department and such other special reports as the commissioner may deem necessary.

RELIEF PAYMENTS

The department took a very important step forward about two years ago when it adopted the policy of including the food and certain other budgetary items in a cash check issued to the recipients of relief. Experience has shown in Toronto, as it has all over the country, that in only a small number of cases are the recipients unable to use properly a cash allowance to meet their needs.

It is fairly evident, on the basis of this experience and because of the many advantages associated with cash relief, that the department should now go a step further and include all budgetary allowances in a single cash grant to the family.

At the present time, clothing is issued in kind to all recipients. Milk coupons are given to each family with children and their value deducted from the total food allowance. In all cases where the department pays for shelter, a separate check is mailed directly to the landlord, and in many cases vouchers are given for fuel, water, and light.

Clothing

The department operates the Clothing Center for the purpose of furnishing all necessary clothing to relief recipients. Clothing is purchased in wholesale quantities, and can therefore be secured at prices somewhat lower than their average retail value. In past years, the department has been able to secure bids from various dealers on lot shipments of clothing. But because of war conditions, it is now necessary for the department to buy on the open market, although there is still some saving because of the mass quantity purchases.

The survey indicates that the financial controls and the administrative practices with regard to the purchase and distribution of the clothing are unquestionably sound. The department has continued to evaluate its accounting procedures and methods of financial control, and has only recently initiated a system of controlling clothing accounts by the use of tabulating equipment.

The general procedure followed in issuing clothing to clients is as follows. Individual investigators or social workers determine the clothing needs of a relief family and prepare clothing orders indicating the number of articles and the sizes desired. These orders are then approved by the district welfare officer or by a supervisor in the Head Office, and are forwarded to the Clothing Center. Upon receipt of the order in the Clothing Center, the clothing is assembled and the client is sent a notification requesting that he call for the items at the

Center. It is sometimes necessary to make some substitutions in the original order because of size variance or because of depletion of stock. On some occasions it is also necessary that the client exchange certain garments after taking them home and finding them unsatisfactory. Records are kept by the Clothing Center indicating the total number of articles of clothing issued each day and their value. There is, therefore, an adequate inventory control.

After careful consideration of the principles and administrative problems involved in the operation of a clothing center for the distribution of clothing to recipients of public assistance, the survey staff recommends that the Clothing Center be closed, and that an allowance for clothing be included in the cash grant given to relief clients.

There are several sound reasons for believing that the operation of a clothing center is undesirable. The primary objection to such procedure is directly associated with the social treatment of individuals receiving public assistance. It should be remembered that public assistance is granted to individuals in need, not only to take care of their immediate physical needs, but also, when combined with adequate social service, to serve as the means whereby these dependent individuals may be rehabilitated and become again self sufficient. For a department of welfare to assume responsibility for a family group to such an extent that that family group is allowed no discretion and given no responsibility in a matter so closely associated with normal family life as the selection and procuring of clothing for the individual members of the family is to take a step which furthers a more complete and continued dependency on the part of the family. So long as the city assumes the responsibility for making such decisions and actually providing families with such basic commodities, little progress can be made by the social worker in getting that family to assume its normal responsibility when financial resources become adequate.

It is a basic principle in the treatment of financially dependent families that they should be allowed as much discretion and should be required to assume as much responsibility in the solving of their own problems as is possible. It is a negative saving to the community if, in rigid control of the issuance of relief in kind, the city assures itself that in a few cases grants will not be misused, but by so doing encourages the continuance or recurrence of financial dependency of many families who have lost the ability to manage their own affairs. Also, the stigma involved in wearing "relief" clothes and the inference -- right or wrong -- that the department automatically does not trust a family to manage its own budget, are quite apparent.

Experience in agencies throughout the country, where the practice of issuing clothing from centers has been discontinued in favor of a plan of complete cash relief, has indicated that in only a very small percentage of cases has there been any misuse of funds. The Toronto Department of Public Welfare has provided for close supervision over families in which it is indicated that there has been any misuse or poor use of funds received for food. This safeguard should be sufficient to allow for the inclusion of all budgetary needs in a single cash grant.

A second major criticism of operating a clothing center relates to the proved observation that relief in kind must of necessity entail relatively high administrative costs. It is not practicable to determine the exact administrative costs of operating the Toronto Clothing Center because it is impossible to assign a definite value to such items as the time spent by the commissioner in supervising purchasing, and deciding upon general policies of the unit, and the time spent by other employees on some phase of the program. Chart No. 4, however, does show that of the total computable cost of operating the Center, one-third of the funds go for administration. A complete cost analysis would increase this proportion, making it probable that savings afforded in the purchase of clothing in mass quantities are largely offset by administrative costs.

Figures are not available on the total number of families or individuals who received clothing during 1943, but for those receiving unemployment relief, the average monthly value of clothing issued per individual was 57 cents. The Province of Ontario has agreed to share the cost of clothing of unemployment relief recipients on a fifty-fifty basis up to a maximum monthly allowance of 65 cents per individual, when such allowance is included as a part of a cash grant. In the case of Toronto, however, the Province will share only the actual cost of clothing; such items as pillow cases, sheets, and blankets which the department buys are non-admittable items and their cost is not shared by the Province. On the basis of these figures, the city would have received an additional 4 cents per month per individual from the Province for unemployment relief recipients had the allowance been on a cash grant basis. Thus 8 cents per person per month or approximately \$5,500 which was spent entirely for administration would have been spent on the purchase of clothing without exceeding the provincial level. Considering all of these factors, it would seem advisable from a strictly financial point of view to discontinue the operation of the Clothing Center.

Another factor to be considered is the fact that under present conditions there are many articles of apparel which can not be purchased in mass quantities, but which might be located in small stores by many clients.

Milk

During 1943 the department purchased 153,407 gallons of milk by issuing milk coupons to recipients of assistance. All families which included children were required to apply a portion of their food allowance to the purchase of fluid milk by using these coupons which were redeemable only by dairies. The proportion of the food allowance to be applied on the purchase of milk was determined by the department on the basis of the food standards established by the Tisdall-Willard-Bell report of November, 1941.

In line with the general recommendation that the department move to complete cash relief, it is recommended that the practice of issuing milk vouchers be discontinued and that the entire food allowance be included in a cash grant to recipients.

The desirability of requiring assistance recipients to spend a definite proportion of their food allowance on the purchase of fluid milk is questionable from several viewpoints. The same arguments that apply to other relief in kind regarding family morale and self-reliance apply to the issuance of compulsory milk orders. Increased family dependency is inevitable under such a plan. Questionable, too, is the wisdom of singling out one particular food as vital to health. There is nothing in the Tisdall-Willard-Bell report to indicate that any one commodity is indispensable to a balanced diet. In fact, their approach to this problem is: "...it is recommended that families be given food lists so that they may know what is recommended to provide the best nutrition. Such lists will require revision and should have competent interpretation. For some foods substitution is difficult, for others it is comparatively easy."¹⁴

Various other communities have had experience in issuing compulsory milk orders and have generally found it to be an undesirable practice. Pennsylvania passed a law in 1939 requiring that milk orders be issued to all public assistance recipients with children under sixteen. This law was repealed in 1943 and among other arguments the authorities there found that there is much testimony from leading medical and nutritional authorities throughout the country to the effect that the essential nutrient elements in milk can be provided more cheaply, and often in a more digestible form, with evaporated milk or other varieties of milk and milk derivatives.

Thus, since it is possible to obtain the same nutritive value in a form less expensive than fluid milk, the savings the department makes by buying in

¹⁴ Tisdall-Willard-Bell, "Report on Study of Relief Food Allowances and Costs," November, 1941, p. 2.

wholesale quantities is largely eliminated. When the administrative cost of issuing and redeeming semi-monthly milk orders, preparing and auditing invoices from various dairies, and paying these accounts is considered, it is readily apparent that the process is costly rather than economical.

At the same time, there is no guarantee that the milk is actually used by the clients to whom they are issued. The milk coupons themselves contain no address and either they or the milk might be sold or given to a neighbor or friend. It seems significant that the department forces the client to purchase milk but makes no budgetary allowance for ice or other refrigeration to care for it. How much then may be wasted?

All these factors -- the desirability of encouraging people to decide what they shall eat and wear and where they shall live, the increasing dependency upon the city which is brought about by relief in kind, the added administrative costs in providing such relief, and the doubtful saving of buying fluid milk in wholesale quantities when equal nutritive value may be obtained more cheaply in other forms -- support the recommendation for including the value of milk in an all-cash grant.

Check Issuance

It is the present practice for the department to require recipients of unemployment relief to call at the District Offices on semi-monthly check issuance days in order to receive checks. It is necessary, however, to mail many checks because of the physical incapacity of recipients. As of April 30, 1944, 1,367 clients out of a total of 2,813 received their checks by mail. This is almost one-half of the total case load. The main reason given for the practice of requiring clients to go to the District Office to get their checks is based upon the provincial requirement that each recipient must submit a signed statement of income covering the period since the receipt of the last assistance check. In those cases in which the checks are mailed, it is necessary for the recipient to mail this statement to the District Office.

It is the opinion of the survey staff that the statement of income is an administrative device which is not justified by the results obtained. In an actual study of 250 cases presently active in the three District Offices, it was found that over a two-year period only 175 changes were reported in income which affected the budget of the individual. During this same period, 12,000 forms were submitted by these same 250 cases to give the department the requested information. Thus, in only 1.4 per cent of the forms submitted was there a change in income.

In further analyzing these changes, it should be noted that of the total of 175 changes, 107 reported increased income averaging \$14.72 per change and totaling \$1,575.38 over the two-year period. There were 68 changes reporting reduced income averaging \$12.18 per change and totaling \$828.90. It can in no way be assumed that these figures represent changes in income which were discovered by the department only because of the required income form. It is quite probable that most of these changes would have been brought to the attention of the investigators by the client if the department had instructed the recipients that continued eligibility depends on their reporting to the department any change in income.

According to the payroll of April 30, 1944, only 291 cases had reported income. This represents only 10.3 per cent of the case load, but it is still necessary, under present regulations, for the remaining 89.7 per cent of the case load to submit the signed income statement before receiving each check. On the basis of this information, it is recommended that the city request the provincial authorities to discontinue requiring the use of these statements of income.

The other principal reason cited for requiring recipients to call for their checks is that it guarantees contact with the recipient. Again, it appears extremely doubtful whether the results accomplished justify the efforts involved. Budgetary allowances for individual recipients include no allowance for transportation: consequently, clients make the semi-monthly trips to the District Office at their own expense. Also, results from contacts with clients in their homes are much more satisfactory in securing eligibility information than are contacts in the District Office. Grant checks, mailed to residential addresses, in envelopes marked "Not Forwardable," are an even greater assurance that the recipient is living at that address than is contact with him in a District Office. The fact that a recipient calls in person for his check semi-monthly is no assurance that he is not employed.

The mailing of checks and the elimination of reports on income would be an administrative saving to the department. The time spent by District Office staffs in the actual disbursement of checks is unwarranted as an administrative expense and could be more profitably applied to client services. It is recommended, therefore, that all grant checks be mailed to clients unless some special circumstance makes the personal delivery of a check desirable.

As a further consideration in the issuance of grant checks to public assistance recipients, it is noted that the Department of Public Welfare is required to pay an excise tax to the Dominion Government on all checks exceeding \$5.00.

In 1943, the city paid a total of \$3,510 in excise taxes on relief checks. The question of the propriety of one branch of government taxing another branch of government is one for further consideration. However, it appears that the city could reasonably request that all checks issued in connection with the administration of relief be freed of this tax.

JUVENILE SERVICES

Juvenile Detention Home

The City Council transferred the responsibility for operation of the Juvenile Detention Home from the Property Department to the Department of Public Welfare in November, 1943.

This detention home is used for the custody of delinquent boys and girls under the age of 16, pending the disposition of their cases by the Family (Juvenile) Court. Children picked up by police officers during any 24-hour period (excepting week-ends) are formally brought before the Court the following morning. It is often necessary, however, for the Court to continue the case pending the appearance of relatives or the securing of further social information. During such periods, children are usually cared for in the Detention Home.

It is apparent then that the Detention Home is primarily a custodial institution with only short time contacts with individual children in most cases. Essentially, therefore, it is a service institution to the Family Court, and as such might most logically be operated by the Court. There are, however, several factors present in the local picture which affect the allocation of the responsibility for operating this home.

Juvenile judges, generally, are recognizing the increasing need for more social information regarding the home and community lives of the children brought before them, in order to make sound dispositions of problems involving delinquency. As one phase in the more complete social history of the delinquent, a report on his reactions and the general behavior patterns during his stay in a detention home is generally considered highly desirable by juvenile judges. Detention in a juvenile home also provides the opportunity to study the child in order to determine a program of probation guidance and the means for his eventual social rehabilitation. For these reasons, it is highly desirable that social records be maintained during the time children are confined in the Detention Home. Their main use, however, should be as a guide to the juvenile judge or the juvenile probation department in its supervision of the offending children. The need for provision of adequate physical care, including medical examination and attention,

is obvious as is the provision of meals on a sound nutritive basis. But it is perhaps even more important that the approach to the problem of custody in the Detention Home should be one of social treatment, as in the Juvenile Court itself, rather than one of punishment. These principles have largely been recognized by the Department of Public Welfare in its operation of the institution and the Home is now being operated on an adequate basis insofar as the physical care, the development of social services, and the keeping of adequate records of children are concerned.

Consequently, although the Detention Home is more logically allocated as a responsibility of the Juvenile Court, the fact that the Department of Public Welfare is now adequately administering the Detention Home makes it unnecessary and probably undesirable to effect a transfer at this time. However, when the services of the Juvenile Court are developed to such an extent that they include complete social treatment of juvenile offenders, the civic administration might well consider transferring the actual operation of the Detention Home to the Juvenile Court.

Area Project

Wartime conditions in Toronto, as in many other cities in the United States and Canada, have focussed the attention of civic and social leaders on the aggravated problem of juvenile delinquency. The need for concerted action was recognized in Toronto by the community social agencies and by the civic administration.

In February, 1943, the City Council requested the Welfare Council of Toronto to make a study of juvenile delinquency problems and recommend a plan for action. This general recognition of the problems of juvenile offenders brought about the establishment of an Area Project to combat juvenile delinquency. It was agreed that the responsibility for financing such a project was a public one with funds to be provided by the city government. Similarly, the administration of the Area Project was logically assigned to the Department of Public Welfare.

The actual work of this project has not yet begun, but present plans call for the establishment of a project in one area of the city, and the eventual establishment of other projects throughout the city, as the program progresses. It is proposed that the citywide plan be placed under the advisory direction of a committee composed of representatives from various social and business agencies of the city. Special area committees will be set up to assist the area director with solving the problems present in that particular part of the city. The first

step in instituting this program calls for the employment of only one individual, to act as the area director. He will be on the payroll of the Department of Public Welfare, and will receive administrative direction from the Welfare Commissioner. Plans provide that all paid employees in areas where projects are subsequently established are to be on the staff of the Department of Public Welfare. Thus, the area director receives administrative direction from the Department of Public Welfare, advisory direction from the area committee, and is subject to the broader policy determining principles decided upon by the city wide committee.

It is generally recognized that the success of a program to combat juvenile delinquency depends fundamentally upon the cooperation of the entire community. It is, therefore, highly important that the citywide committee be given sufficient responsibility to insure its interest and active participation in the over-all program. The city should be guided in its administrative control over the area projects by the collective advice of the committees, but to avoid misunderstandings, every effort should be made to demarcate clearly the responsibilities of each administrative or advisory body.

MEDICAL SERVICES

Runnymede Hospital

The City of Toronto is presently faced with a serious shortage of hospital accommodations. General hospitals are crowded with many chronically ill patients, or patients requiring prolonged convalescent care, and therefore are unable to accommodate properly the acutely ill. This situation is due in part to the lack of hospitals devoted to the care of chronic and convalescent patients and to which such patients might be transferred from the general hospitals.

Recognizing this problem as one involving the general welfare of the indigent, the Department of Public Welfare has secured the approval of the City Council to convert a school building into a hospital for the chronically ill, to be operated by the city. A grant was obtained from the provincial government to help defray the expense of converting and equipping the hospital and, because of a provincial regulation, it was necessary to appoint a hospital board as the administrative body. Present plans provide, however, that administrative practices of the hospital staff will be supervised by the Department of Public Welfare. Selection of staff has been at the advice of the Commissioner of Welfare, and in effect, it is anticipated that the hospital will operate as a unit of the Department of Welfare. Accounting and statistical controls will be exercised through the accounting division of that department.

There are many who would agree that the operation of a hospital such as Runnymede is basically a welfare function and should therefore be delegated to the welfare department. Others, however, would consider that the primary approach to the problem involved is one which is concerned with the physical care and medical treatment of patients, and that the logical delegation of authority for its operation is to the health department.

In Toronto, particularly since the welfare department has been a major factor in initiating the undertaking, there is little reason for reassigning the hospital to any department other than welfare at this time. The most important facts are that initiative was taken, that approval for such a hospital has been obtained, and that there is recognition that the hospital must be so administered as to provide adequate services and care for patients. However, there should be a definite clarification of the lines of authority and responsibility with regard to the Commissioner of Welfare and the Hospital Board. If, as would appear, the Board is created simply because of the provincial regulation, it is recommended that steps be taken to have these regulations changed so as to permit the city to operate the hospital through its existing administrative structure.

Hospitalization

The provincial laws of Ontario put responsibility for hospital admission upon the individual hospital. No hospital may refuse admission to a person in need of medical care on the basis of ability to pay. But the hospitals may apply to the municipalities for governmental grants covering the hospitalization expense of those persons who are unable to pay for the necessary care. For each person found eligible for care in a general hospital at city expense, the city pays \$1.75 per day, to which the Province adds 60 cents, making a total per diem allowance to the hospital of \$2.35.

The Toronto Department of Public Welfare has a separate Hospitalization Unit which determines the eligibility of hospitalized individuals for care at city expense. The department receives a notification from the hospital indicating that an individual was hospitalized on a certain date and on the basis of their investigation, is thought to be financially unable to pay. The name and address of this individual is then referred to the hospital investigator assigned to the District Office in the area in which he lives. The investigator then makes a home visit for the purpose of determining the financial resources of the patient. In many cases this investigation is conducted while the patient is still in the hospital, and information regarding finances is secured from some other member of the

family. Considerably more discretion enters into the determination of eligibility for hospital care than into the determination of eligibility for unemployment relief. There are many borderline cases in which the determining factor as to eligibility is the extent of medical care needed and its approximate cost. Individuals who might be expected to pay for a short term of illness involving no major surgical care may not be able to finance a period of long illness, or an illness requiring specialized treatment.

Under present practices, all hospitals except one give the department a report of the diagnosis made at the time of the patient's admission. This information is highly desirable in determining the eligibility of many hospital cases. Even with the report of one diagnosis to serve as a guide, a considerable amount of discretion must be exercised by the Hospitalization Unit in determining the individual's eligibility for care. It would, therefore, seem entirely justifiable for the city to require all hospitals to submit a report of a diagnosis upon admission of any patient for whom care at city expense is requested, and possible subsequent information regarding the total period of hospitalization and medical care necessary.

Upon acceptance of a case for financial support by the city, the patient, or a member of his family, is required to sign a statement of his financial resources which includes a general statement that the patient will reimburse the city for the amount of the medical care when his financial circumstances permit. On the basis of this signed agreement, the Hospitalization Unit sends a statement to the patient, after he has been released, indicating the total cost to the city and requesting reimbursement. It is the present practice of the unit to follow up these statements with periodic letters reminding the patient of his obligation to the city, and requesting some response indicating his ability to reimburse the amount expended.

There are more sound arguments for having a separate Hospitalization Unit in the Department of Welfare than there are for certain other separate units. Since the department does not control the admissions to hospitals, all referrals are made by the hospitals themselves and these are channeled through the Hospitalization Unit to the investigators. In addition, there are the various administrative processes related to the billing and collecting of hospital accounts which are more properly handled by a separate unit. The present plan of having hospital investigators in each of three district offices spend full time making investigations, in addition to time spent in making such investigations by the regular social workers, appears to be quite sound. At the same time, it should be

recognized that the entire hospitalization program is one requiring an approach to the social problems of individuals who are unable to pay for their own medical treatment.

In order to secure a proper approach to the entire hospitalization program and to assure that it is completely coordinated with the other activities of the department, it is recommended that the Hospitalization Unit be placed in the Social Service Division. Hospital investigators in the various district offices would be administratively responsible to the district supervisors, but would make their special reports and clear their applications through the Hospitalization Unit. They should be supervised by the case supervisors or district supervisors, and the eligibility of the applicants for hospital care at city expense should be determined by the investigator rather than through the present practice of referring it back to the head office of the Hospitalization Unit for final determination of eligibility.

The department employs a physician on a part time basis, who acts in a liaison capacity between the department and the hospitals. His primary function is to approve, from a medical point of view, the removal of patients from the hospital to convalescent homes or to their own homes. However, he also spends considerable time in assisting the Hospitalization Unit by securing reports of diagnoses and treatment given to patients, which information would otherwise be unavailable to that unit. He serves in a consulting capacity to the Director of Social Services on all problems involving the medical care of clients of the department.

At the present time, this hospital officer is administratively responsible to the commissioner, although his work by reason of its nature is performed substantially without supervision. Most of his contacts with departmental personnel are with the Director of Social Services, and his work is coordinated with departmental activities through that division. As this report recommends that the Hospitalization Unit be placed in the Division of Social Service, thereby grouping all medical functions of the department within that division, it is, therefore, recommended that the hospital officer be assigned to the Social Service Division in a consulting capacity. Such a move would have little effect upon his activities as presently performed, but would assure an even greater degree of coordination in the medical services of the department.

The present statutes providing for the care of medically indigent persons by the city and province require that the hospital send the notice of admission to the clerk of the municipality in which the individual is thought to reside.

There has been no change in this regulation which would permit the hospital to send the necessary information directly to the Department of Public Welfare. It was only by a City Council order that the Department of Public Welfare was charged with the responsibility for determining the eligibility of the individuals. The fact that one of the larger hospitals in Toronto insists in keeping to the letter of the law and sends all referrals first to the city clerk and refuses to give a report of diagnosis indicates the need for a change in this legislation.

It is therefore recommended that the civic administration make representation to the provincial government for change in the regulations to permit the city to designate the Department of Public Welfare as the responsible agent for the determination of eligibility. It then would be possible for the city to demand that each hospital send the notices of admission and other desirable information directly to the Department of Public Welfare.

Medical Care

The Provincial Department of Public Welfare in Ontario has entered into an agreement with the Ontario Medical Association whereby home medical care is furnished to recipients of unemployment relief.

A per capita contribution of 56 cents per month is paid to the Medical Association for all recipients of unemployment relief. Of this, the city and the province each contribute 50 per cent. The plan then provides that any recipient requiring home medical care may call a physician who has agreed to participate in the plan for medical care. The contribution includes 6 cents per capita to be applied toward necessary drugs. Physicians and druggists are paid each month from the funds collected by the Medical Association on a pro rata basis. Fees, then, for any one month would be determined by the Medical Association on the basis of the number of calls made or the amount of drugs administered. This arrangement applies only to those persons receiving unemployment relief.

In the case of persons receiving general welfare, which assistance is granted entirely from city funds, no definite provisions are made for medical care. In cases of illness, assistance of the Department of Health is requested in securing medical attention.

In the case of persons receiving after-care tubercular services, the responsibility for any medical care continues to be the responsibility of the Department of Health.

In those cases of chronically ill persons, who are being supported by the Department of Public Welfare in nursing homes, the department pays the individual physician for the needed medical attention at the same rate as each physician is paid for that month for calls on recipients of unemployment relief. These payments are made entirely from city funds and are not made through the Medical Association.

The department is to be commended for having recognized its responsibility to furnish medical care to recipients of assistance, and for having the cooperation of the Ontario Medical Association in providing this care. There remain, however, some problems having to do with the administration of the program that should receive further attention.

In the first place, it is very difficult to evaluate the adequacy of the care furnished the clients since the program is administered separately from the balance of the social welfare program. The department, for example, cannot tell how often a client seeking medical attention must go to several different physicians before finding one that will take the case under the terms of the Association's agreement. Nor is the department in a position to know whether the patient receives as much or as frequent treatment as desirable. Partly because of the relatively low fee available to the attending physician, it is probable that the shortage in physicians caused by the war has had a proportionately greater adverse effect upon the indigent seeking attention than upon the non-indigent.

Recognizing the need for the continuing cooperation of the Medical Association, there remains a serious problem relating to proper and adequate controls by public officials over the spending of public moneys. At present, the only control over the funds paid to the Medical Association that is exercised by any public body is the limited supervision given by the provincial government. In 1943, the city contributed approximately \$40,000 to the fund for the care of recipients of unemployment relief, but it has not as yet established such regulations, procedures, and reports as would enable a real evaluation of the services received in return. Definite steps should be taken to assure the city officials charged with the responsibility for appropriating public money a more direct control over the actual spending of that money, and more adequate information as to the results obtained.

OTHER SERVICES

Old Age Pensions and Mothers' Allowances Applications

There has been a marked trend in the financing and administration of the Old Age Pension and Mothers' Allowances programs to make them a responsibility of the provincial and federal governments instead of a municipal responsibility. On April 1, 1937, the Province assumed the city's share of the assistance granted under both of these programs but required the municipality to continue to accept applications.

At present there are statutory provisions for a municipal Old Age Pension Board and a municipal Mothers' Allowances Board, although the latter is entirely inoperative. The department has maintained a separate unit at the head office for the acceptance of applications under these two programs. In the case of old age pensions a preliminary determination of eligibility is made and the cases are passed upon by the local board. They are then forwarded to the provincial department, which makes an additional investigation, and submits the application to the Provincial Board for acceptance or denial. In the case of mothers' allowances, because the local board is inoperative, no local determination of eligibility is made and the department merely accepts applications and forwards them to the provincial department.

It is the opinion of the survey staff that the acceptance of applications for the two programs and the initial determination of eligibility should be entirely a provincial responsibility. The present plan causes duplication of effort and a definite lack of continuity in servicing these cases. A provincial staff already is responsible for servicing these cases subsequent to their approval and in Toronto it should be no great strain upon provincial staff resources to perform the entire function. This is particularly true since the Province now plans to use the municipal district offices to house its city field staff. In 1943, the cost to the city of maintaining the intake services for these two programs was \$12,437 -- much of which represented direct duplication.

Until such time as the city is able to transfer this responsibility to the Province, it is recommended that the separate unit be abolished and that the intake units of the various district offices be made responsible for accepting these applications in the same manner as other applications for assistance. This should reduce the administrative costs involved and at the same time actually give a better service to the clients by providing trained intake workers at more accessible points in the city.

Miscellaneous Services

One of the department's outstanding services is the work being done by the nutritionist who has organized regular classes for mothers and young girls, in which the fundamentals of dietetics are taught. These classes emphasize the preparation of meals on relief allowances so as to provide a balanced diet. Other activities of the nutritionist include aiding social workers with special dietary problems in their case loads, preparing menus for the Detention Home, and giving close supervision to families having difficulty in spending their cash allowances properly. These are excellent services to the community and full recognition should be given to the importance of maintaining and expanding them.

The social care of tuberculosis convalescents and of the chronically ill present sufficiently specialized problems to justify the department's present practice of assigning certain social workers to these cases only. However, to avoid duplication of services and confusion to clients, only one worker from the department should visit any one family regularly. This would mean that in a family group receiving more than one type of service from the department, the supervisory staff would have to decide which worker would service an entire family.

The services performed by the placement officer and the special investigators who handle desertion cases are supplemental to the granting of assistance and should be closely coordinated with the services of the social work staff. It is therefore logical that they should be transferred to the Social Service Division. The work of the placement officer in finding employment for applicants for assistance who are fully or partially employable has been a valuable service to the department. It is limited now, however, because of the fact that most clients of the department have little or no employment potentialities. The department continues to receive returns from the efforts of the special investigators who devote their time to locating men who have deserted their families and securing from them agreements to contribute to the family's support.

At the present time, two major card index files of cases are maintained -- one by the Relief Division and one by the Social Service Division. It is highly desirable that these indices be combined into one master file and that all cases handled by the department, regardless of the particular unit with which they are active, be cleared through this file. Such a procedure will assure that all records of previous contacts with the agency will be available to the worker assigned to the case and will eliminate the possibility of duplicating case records.

SUBSIDIZATION OF PRIVATE AGENCIES

The practice of granting municipal and provincial funds to private social agencies to underwrite their activities, and paying them for performing functions which are essentially a public responsibility is one which has developed in Ontario over a period of many years. The best example of this policy is the way in which the various children's aid societies have developed into quasi-public organizations as the result of subsidization of their activities.

In 1943, the City of Toronto granted over a half-million dollars (\$504,648) to 36 private social agencies. Several of these agencies also received provincial grants. The total budgets of 15 of these agencies¹⁵ amounted to \$961,570, of which \$306,704 or 31.89 per cent was derived from civic grants. An additional \$39,017 was received from the Provincial Government and other municipalities making 36.95 per cent of their total budgets which were derived from public sources.

Since civic officials exercise no direct control over the standards or practices of the agencies thus subsidized, this immediately raises the question as to the propriety of allowing public funds to be expended by agencies which are not directly accountable to public authorities for the services performed. Arguments to justify this practice are based mainly upon the premise that it is more economical for the city to use existing agencies to perform duties which are for the public good, and for which public funds may therefore be justifiably expended than to do the work itself. There is also some contention that the standards of services offered by private agencies are for the most part more professional in caliber than could be expected in a public agency performing the same functions. While this assertion may have had some basis in the earlier performances of public departments, generally there is now no sound reason for assuming a difference in professional standards. It should be pointed out also that money granted to the various agencies is used by them for administrative expenses as well as for the cost of the actual services rendered.

Although the Provincial Department of Public Welfare gives limited supervision to the children's aid societies and has worked out a plan of awards for the maintenance of standards by these societies, the City of Toronto contributed tax-raised funds to the extent of \$21,724 to the Toronto Children's Aid Society -- or approximately 58 per cent of its total budget -- without

¹⁵ Budgets for Catholic charities were not available to the survey staff.

exercising any direct control over the expenditure of these moneys. Nor does the city receive any detailed accounting of the use of this money.

It seems pertinent, then, that this survey should recommend giving serious consideration to the entire problem as it involves the expenditure of tax-raised money by agencies or officials who cannot be held strictly accountable to the public officials responsible for appropriating such money. At the same time, there can be no question but that the services performed by these agencies are vital to the welfare of the community, and that the services themselves -- whether performed by private, quasi-public, or public agencies -- must be continued.

APPENDIX
to
REPORT ON THE SURVEY
OF THE
TORONTO DEPARTMENT OF PUBLIC WELFARE

CHART NO. 1

PRESENT ORGANIZATION
TORONTO DEPT. OF PUBLIC WELFARE

Civic Administration
Welfare Committee

Director of Social Services

Commissioner

Chief Welfare Officer

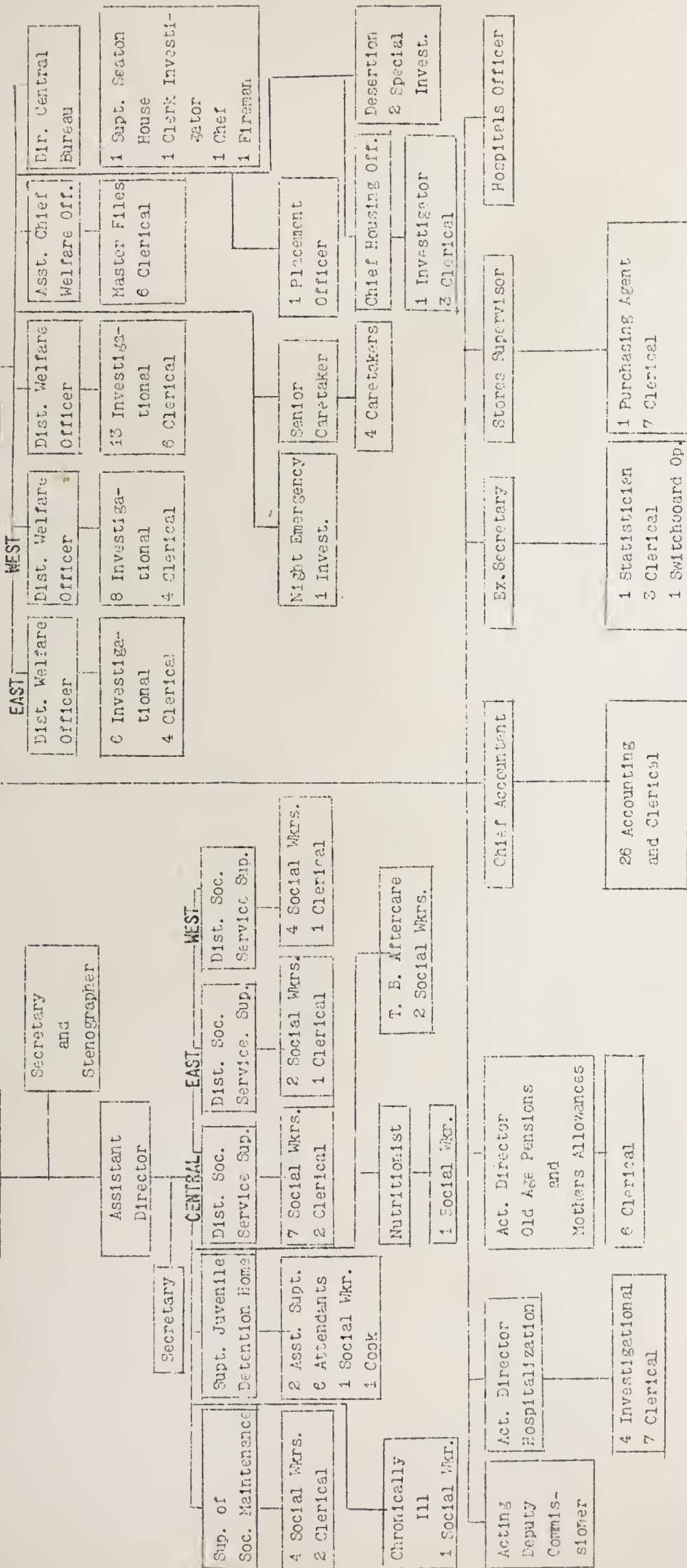


Chart No. 2
Proposed Organization
Toronto Department of
Public Welfare

Welfare Committee

Commissioner

Exec. Sec.
Admin. Asst.

Director of Accounting

Accounting
Statistical Compila-
tions
Tabulating
Pre-audit of Claims
Preparation of Payrolls
Disbursement of Funds
Maintenance of Inven-
tories

Director of Social Services

Hosp. Officer

Asst. Dir.

Nutritionist

Office Management
Stores & Purchasing
Clerical Services
Equipment & Supply Serv-
ices
Custodial Services
Maintenance Services
Housing
Master Files

Social Mainten-
ance (Child
Welfare)
Area Project
Placement of
Non-residents
Desertion Inves-
tigation
T.B.Aftercare &
Care of Chron-
ically Ill

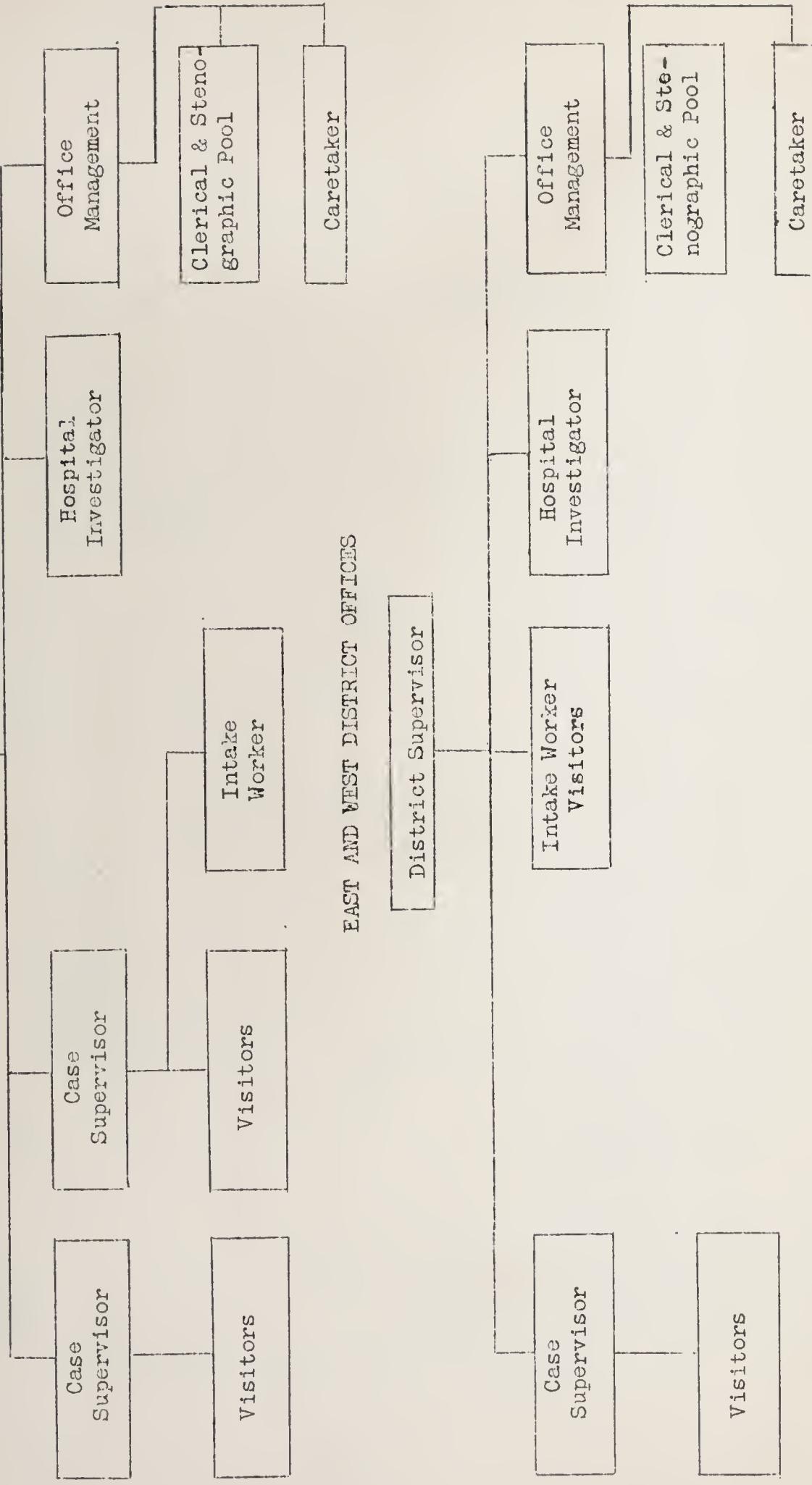
District Offices
East
Central
West

Juvenile Deten-
tion Home
Runnymede Hospi-
tal
Seaton House
Hospitalization
Unit

Chart No. 3
Proposed Organization
District Offices

CENTRAL DISTRICT OFFICE

District Supervisor



DEPARTMENT OF PUBLIC WELFARE
CITY OF TORONTO
CLOTHING CENTER

Value of clothing issued (1943)	\$ 40,965.25
Salaries - 1944 rates (Exclusive of maintenance)	15,092.00
Operating expenses (See breakdown below)	2,063.00
Maintenance (One-tenth ^{1/a} of building maintenance plus one-tenth of salaries of three maintenance men -- \$14,396.17)	1,439.62
Head Office Administrative expense (40% of one employee's time in accounting division)	859.60
Other administrative expenses impossible to estimate	
Time of Commissioner supervising buying and general policy	
Time of chief accountant supervising financial accounting	
Use of I.B.M. equipment	
Time of other head office employees preparing reports, etc.	
TOTAL ESTIMATABLE COST OF CLOTHING CENTER	\$ 60,419.47
LESS VALUE OF CLOTHING	40,965.25
TOTAL ESTIMATABLE ADMINISTRATIVE COST	19,454.92
PER CENT ADMINISTRATIVE COST	.3219

ANALYSIS: SALARIES AND WAGES, MATERIALS, AND SUPPLIES, 1943

Salaries	\$ 14,587.46
Cartage	18.15
Office Supplies, etc.	127.40
Postage	212.90
Car Tickets	50.00
Insurance (fire & theft)	745.00
Moth Preventives	58.00
Supper Allowance (due to necessary overtime)	326.25
Special Clothing Inspection	10.00
Alterations and Repairs	516.00
	\$ 16,651.16

^{1/a} Based upon an estimate by the chief caretaker that the Clothing Center occupies about one-sixth of the total space in the building and that the three maintenance men spend at least one-fifth of their time in cleaning the Clothing Center. Because of a disproportionate charge for telephone services to the maintenance costs of the building, one-tenth of the total cost was applied to the Clothing Center.

Educational Qualifications

	Public School or less	High School not Graduate	Equiv. High School Graduate	Some College	College Graduate	H.S. plus 1 year Soc.Work	College plus 1 year Soc.Work	H.S. plus Certi-ficate	College plus Certi-ficate
Social Service Supervisory Personnel		2	2					2	5
Social Workers		7	4	3		2			
Relief Division Supervisory Personnel	1	4	3	1					
Investigators	5	18	6	2	1				

Number of Years of Experience (Social Work or Investigation)

	1	2	3	4	5	6	7	8	9	10	10-15	15-20	20-25
Social Service Supervisory Personnel	1		1	1				2		3	2	1	
Social Workers	2	7	2			2				1	1	1	
Relief Division Supervisory Personnel										1	8		
Investigators						2				4	12	14	

Chart No. 6 Employees Who Have Left the Department of Public Welfare, 1939-40-41-42-43

Year	Position	Education	Yrs. Experience with Dept.	Reason for Leaving
1939	2 District Social Service Supervisors 1 Asst. District Soc. Service Supervisor 3 Social Workers	H.S. plus Social Science Certificate H.S., not graduate H.S. plus Social Science Certificate H.S. plus Social Science Certificate H.S. plus Social Science Certificate Equivalent to High School	5 7 $4\frac{1}{2}$ 7 8 7	Other employment Other employment Other employment Illness, now deceased Other employment Other employment
1940	1 District Social Service Supervisor 8 Social Workers	H.S. plus Social Science Certificate College Grad. plus Soc. Sci. Cert. H.S. plus Social Science Certificate Normal College (teacher) High School College Graduate College Graduate College Graduate High School, not graduate	7 6 mos. 6 8 3 4 11 1 8	Illness Other employment Reduction in staff Reduction in staff Reduction in staff Other employment Deceased No reason Illness
1941	1 Social Worker 4 Social Workers	College Grad. plus Soc. Sci. Cert. College Graduate High School Graduate High School Graduate High School Graduate	2 2 7 9 2	Married Other employment Reduction in staff Other employment Other employment
1942	1 Social Worker 5 Social Workers	College Grad. plus Soc. Sci. Cert. College Graduate College Graduate High School Graduate High School Graduate	2 6 9 9 9	No reason Other employment Other employment Illness No reason Other employment
1943	2 Social Workers	College Graduate Equivalent to High School	3 1	Married Illness

